DOCUMENT RESUME

ED 197 778 JC 810 065

TITLE	Community College/CETA Linkages: A Follow-Up Study. Final Report.
INSTITUTION	Educational Testing Service, Princeton, N.J.
SPONS AGENCY	Illinois State Board of Education, Springfield.
PUB DATE	6 Oct 80
GRANT	80-4017A
NOTE	97p.
EDRS PRICE	MF01/PC04 Plus Postage.
DESCRIPTORS	*Agency Cooperation; *Community Colleges; Comparative Analysis; *Organizational Communication; Organizational Objectives; Program Evaluation; Two Year Colleges; Workshops
IDENTIFIERS	College of Lake County IL; *Comprehensive Employment and Training Act; Illinois; Joliet Junior College IL; Kaskaskia College IL; Lake Land College IL; Lincoln Land Community College IL; Rock Valley College IL

ABSTRACT

Building upon data derived from a 1978 study, a project was conducted from March through June 1980 to assess and subsequently strengthen the relationship between Comprehensive Employment and Training Act (CETA) sponsors and six Illinois community colleges. Meetings of community college decision-makers and CETA personnel were held to: (1) review the findings of the 1978 study, which identified for these same six institutions those factors positively or negatively impacting the CETA/college relationship; (2) update the status of the relationships; and (3) identify, through forced field analyses, those activities that could be initiated to improve the CETA/college relationship. The project confirmed a major finding of the 1978 study--that there were three main determinants of a successful relationship: compatability of CETA and college organizational objectives, adequate exchange of information between the two parties, and recognition by each of the benefits to be derived from cooperation. The study report details findings for each institution in a series of six site visit reports, which summarize those factors influencing the CETA/college relationship since 1978, assess the current relationship, outline goals for improvement established by meeting participants, and evaluate meeting outcomes. Summary recommendations are appended. (JP)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED197778

FINAL REPORT

COMMUNITY COLLEGE/CETA LINKAGES: A FOLLOW-UP STUDY

Prepared by:

Educational Testing Service
Princeton, N.J.

Study completed between March 1, 1980 - June 30, 1980

Date Submitted: October 6, 1980

Submitted to the Department of Commerce
and Community Affairs under
Subgrant Number 80-4017A

Funded under Title IIB, C - 1% Linkage,
Governor's Special Grant of the
Comprehensive Employment and Training
Act of 1978, as Amended

This project was conducted with funds provided by the DCCA under the CETA of 1978, as Amended, and does not necessarily represent, whole or in part, the viewpoint of the DCCA.

JC 810065

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☐ This document has been reproduced as received from the person or organization originating it.
☑ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Angela J. D'Aversa

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ACKNOWLEDGEMENTS

This study was conducted as a result of a contract with Educational Testing Service, Princeton, N.J. The project director was Dr. Angela J. D'Aversa. The study was done in cooperation with the CETA Postsecondary Linkage Project at the Illinois Board of Higher Education, Ms. Toni Harris, Project Director. Ms. Harris and her staff provided valuable assistance and cooperation in the conduct of the study.

ABSTRACT

The Community College/CETA Linkages: Follow-up Study was a project to provide technical assistance to six paired community college/CETA sites. The technical assistance focused on specific task activities to increase positive factors and neutralize or decrease constraining factors in the linkage relationship at each site.

All six sites in the follow-up were able to agree on a linkage activity which would strengthen cooperative relationships. Five of the six sites were able to develop a detailed strategy for implementing the agreed upon activity. The sixth site could not reach closure regarding the methods for implementing their goal of developing a mechanism for joint planning efforts. Further assistance for this site from the CETA Postsecondary Linkage Project at the Illinois Board of Higher Education is indicated.

In addition to providing on-site technical assistance, a goal of this project was to make recommendations regarding specific activities to help strengthen linkage at the local institution level. These recommendations are as follows:

1. Identify and assign a contact person with responsibility for coordinating CETA activities.
2. Issue an institutional statement of philosophy.
3. Conduct joint orientation meetings.
4. Prepare a flow chart or systems design to illustrate the movement of CETA clients through the CETA and community college systems.
5. Provide reciprocal membership on councils and committees.
6. Gather, develop and share labor market information.
7. Establish formal periodic joint planning.
8. Establish internal communication channels for CETA related activities.
9. Exchange relevant staff meeting minutes.

Structured group meetings led by a trained facilitator using an adaptation of an exercise in forced field analysis were used as part of the technical assistance. Individual site reports and evaluations are presented for the six sites participating in the study.

TABLE OF CONTENTS

SECTION I. INTRODUCTION 1

SECTION II. BACKGROUND INFORMATION 1

SECTION III. METHODOLOGY. 3

SECTION IV. SITE REPORTS AND EVALUATIONS 5

Site One: Rock Valley College and the CETA Rockford Consortium 6

Site Two: Lake County Community College and Lake County CETA. 14

Site Three: Joliet Junior College and Will County Consortium 24

Site Four: Lakeland Community College and CEFS/EMB River Basic Cap. 35

Site Five: Lincolnland Community College and Sangamon/Cass Consortium. 44

Site Six: Kaskaskia College and BCMW. 54

SECTION V: CONCLUSION 64

SECTION VI: APPENDIX A 65

SECTION VII: APPENDIX B 69

SECTION I. INTRODUCTION

This report will serve as the final report for the project, Community Colleges/CETA Linkages: A Follow-up Study. It presents the project's background information, methodology, site reports and evaluations. This project was funded to provide technical assistance in a follow-up session with six paired community college/CETA sites. The technical assistance focused on specific task activities to increase positive factors and neutralize or decrease constraining factors in the linkage relationship at each site. The objectives of this project were as follows:

1. Present an analysis and description of findings by site of the factors which encourage community college/CETA linkage and the barriers to be overcome based upon data from a 1978 Linkage study to be discussed below.

2. Assess the current linkage relationship by identifying factors which have influenced the relationship in the past two years.

3. Determine future linkage objectives and activities for each site to include the development of strategies for accomplishing the linkage goals.

SECTION II. BACKGROUND INFORMATION

The Illinois Management Training Institute in 1978 supported a study of Community College CETA Linkages in Illinois. The objectives of this study were as follows:

1. Describe six sets of Illinois Community College/CETA relationships to ascertain why Community College and CETA offices interact with one another;

2. identify linkage dimensions which encourage or inhibit a mutually beneficial relationship; and

3. extrapolate a pattern from the linkage dimensions to allow a prescription for interorganizational interaction to be made.

The conceptual framework for the study emerged as a result of literature review. It was found that two approaches are often utilized to conceptualize interorganizational relationships: (1) the power dependency approach and (2) the mutual exchange theory. The power dependency approach assumes that one party is motivated to interact while the other is not. Use of force by the dominant party brings about the relationship. Interaction in this relationship is based upon bargining and conflict with each part seeking to attain its goals at the expense of the other.

The 1978 study based its assumptions on the mutual exchange theory rather than the power dependency approach. This theory posits that relationships form when members of two or more organizations perceive mutual benefits or gains to be achieved from interacting. This type of relationship is more prevalent during periods of scarce or declining resources and is characterized by a high degree of cooperation and problem solving to achieve mutual gains for both parties.

The conclusion of the 1978 study was that there are three primary factors essetial to interaction. These determinants of interaction were:

- Domain Consensus which established a compatibility or complementarity of mission or goals;
- Awareness of Other Party which requires that a sufficient level of information exists about the goals, programs, operation and personnel of the parties to the interaction; and
- Resource/Program Benefits that is the motivation for interaction grows out of a recognition of the benefits to be derived from interacting.

The data which was derived from the 1978 study was the starting point for the current project, Illinois Community College/CETA Linkages: A Follow-up Study.

SECTION III. METHODOLOGY

This follow-up study had three primary objectives; they are as follows:

1. Present the findings of the 1978 CETA Community College Linkage Study by site and for the project as a whole.

2. Assess the current linkage relationship at each of the six sites by focusing on factors which have influenced the relationship in the past two years.

3. Provide technical assistance at each of six sites to assist the CETA/Community College staffs in identifying specific linkage objectives and activities to help strengthen their relationship.

To accomplish these objectives six meetings were held, four from March 10 through March 17 and two from April 30 to May 2, 1980. The March meetings were held in Rockford, Waukegan, Joliet and Matoon, Illinois and the April Meetings in Centralia and Springfield, Illinois. Each meeting was scheduled for four hours; three to five decision-makers from each of the community colleges and the CETA prime sponsor/or program agent staffs were invited to attend. Each meeting was introduced by Ms. Toni Harris, Director of the CETA Postsecondary Linkage Project at the Illinois Board of Higher Education. Ms. Harris established the purpose of the meeting and introduced Angela D'Aversa from ETS to conduct the guided group discussions. Dr. D'Aversa reviewed the 1978 Community College/ CETA Linkage Study with the participants and presented the statewide findings. Site specific abstracts were distributed at each session and the findings at each particular site were presented. The participants were given time to read the abstracts and open discussion followed to amend and update the status of the linkage relationship at each site in terms of intervening factors from 1978 to 1980. This discussion elicited from the participants the strengths and areas in need of improvement for continued growth and development of the linkage relationship. An exercise in forced field analysis was then begun with each group.

Force field analysis is a structured group process for systematically approaching planned change toward the accomplishment of a goal. The purpose of the exercise was to move the participants closer to the goal of a strong well-developed linkage relationship. See Appendix I for the force field analysis worksheet. In the force field analysis exercise the participants were asked to respond to the goal statement: What specific activity (or activities) can be initiated or expanded at this site to strengthen linkages between your community college and CETA staffs? The group was asked to identify current problems or issues which they wanted to address given the opportunity of this meeting. The issues were then rank ordered by the group and a top priority issue was selected for further discussion and strategizing. Each of the groups in this study was successful in identifying an issue to be addressed and five of the six site groups were able to develop strategies for implementing their linkage objective.

SECTION IV. SITE REPORTS

The following is an analysis and interpretation of the linkage relationship at each of the six sites in the study. The format of each site report is divided into three parts:

A. Analysis and Interpretation of the linkage relationship based upon the findings of the 1978 study.*

   1. Identification of top 5 priority factors which impact the linkage relationship from the community college and the CETA perspective.
   2. Abstract which contains the researchers analyses and interpretation of the linkage relationship at each site.

B. Analysis and Interpretation of the current linkage relationship.

   1. Site Report of the change in the status of the linkage relationship from 1978 to 1980.
   2. Identification of Linkage Objectives and Activities.

C. Evaluation

   1. Formative Evaluation
   2. Participant Evaluations

---

* For this follow-up study, all participants received site specific documents analyzing and interpreting the findings of the 1978 study; these documentary are found in Section A of each of the site reports.

Site One

Site Reports and Evaluations

for

Rock Valley College

and

the CETA Rockford Consortium

A. Analysis and Interpretation of the Linkage Relationship Based Upon the Findings of the 1978 Study

1. 1978 Linkage Study

The following are the top 5 priority factors which were identified as impacting the linkage relationship between the Community College and CETA at this site. These are the verbatim responses which resulted from the Nominal Group Technique (NGT), the structured group process used to generate data in the 1978 study.

Since the staff members from the college and the CETA staff each met separately, what follows are the responses of each staff to the same (NGT) question;

> "What factors have influenced you to participate with [the community college or CETA prime sponsor] and more importantly what factors would encourage you to increase and improve the quality of your participation... ?"

Each staffs' responses to the NGT question appear below:

ROCK VALLEY COMMUNITY COLLEGE	ROCKFORD CONSORTIUM
1. Compatibility of Mission and Goals	1. Need better flow of communication in both directions
2. Design a block grant program for a developmental education program for remedial education. College would develop program and recruit. Eligibility -- can they read -- not CETA eligibility standards -- unmet need	2. To increase educational/PSE opportunities
3. CETA has to recognize standards and requirements of college in establishing PSE -- Pre-employment counseling would help	3. College needs greater flexibility especially in programming
4. PSE is of benefit to CETA clients.	4. Need for satellite programs
5. There is pressure from CETA for college to participate	5. Increased awareness of the function and purpose of the area CETA program

The abstract which follows is the researchers analysis and interpretation of the linkage relationship at this site.

2. Analysis and Interpretation of the Linkage Relationship in 1978 between Rock Valley Community College and the Rockford Consortium

Rock Valley Community College

Rock Valley College clearly agreed that CETA activities and the needs of CETA clients were encompassed within the scope of the community college. In 1978, because of a major plant closing in the area and a substantial influx of PSE monies, Rock Valley placed greater emphasis on its role as a public service employer with CETA than with its responsibilities for providing education and training. (The college felt consistent pressure from the CETA prime sponsor to respond to CETA's, not its own, goals and priorities.)

The college staff felt limited by what they perceived to be the restrictiveness of CETA eligibility requirements. This perception reflects the college's lack of familiarity with the full-range of CETA rules and regulations which are not as restrictive as the college believes. The introduction of basic skills courses can be explored.

The college recognizes that a healthy, participatory relationship with CETA results in an increase in fiscal resources allowing for greater amplification of college programs. The college staff also sees CETA as a source of additional resources for support services to further improve the program for CETA clients. The need for cooperative planning was also expressed.

Bureaucratic problems were in evidence. These were compounded at Rock Valley because the community college cooperates with both a CETA prime sponsor and a program agent in a neighboring county, each of whom have different administrative requirements. The program agent was contributing to the bulk of the colleges' problems. The different administrative requirements of the prime sponsor and the program agent increased the college's paperwork. However, the college had taken no initiative to iron out the specific bureaucratic problems.

The college staff expressed a need to know more about CETA as well as other related government programs such as student scholarship funds, Job Service, etc.; the college had a limited awareness of the potential resources available from these governmental sources. Rock Valley College also knew that the CETA staff had insufficient information about the goals, programs and services of the college.

Rockford Consortium

The CETA prime sponsor expressed a lack of awareness of the community college. The responses indicate that communication channels had not been formalized, no orientation of the college's program, philosophy and procedures had occurred and no contact person or persons had been identified. It was also articulated that while CETA staff needed more information about the college, the college needed to know more about CETA -- its goals, programs and personnel. No initiative by either party -- college or CETA -- had been taken to rectify this situation.

CETA recognized the success of the college as a trainer. The concern of the CETA staff is that the college needs to increase its offering of short-term, open-entry, open-exit classes. When pressed further the CETA staff indicated that additional classes of this kind had not been requested; therefore, the college's response to such programs is not known.

Client accessibility to the college was a problem identified by the CETA staff. Why is the college inaccessible by public transportation? Since many potential CETA clients do not have reliable private transportation, the college was beyond their reach as an avenue of training. The CETA staff wanted the college to consider satellite programs in neighborhood communities with a high concentration of CETA eligibles, but no channels of communication have been opened on this issue.

Summary

The basic awareness of the mutual benefit of a healthy relationship, as well as the acknowledgement of mutually compatible mission and goals is a solid base upon which this particular relationship can be strengthened. The relationship, especially from the college's viewpoint, had been prejudiced by the short term, heavy reliance on public service employment which over-shadowed the development of education and training programs.

Both the college and the CETA staff expressed the need for increased knowledge and awareness of the other party; however, neither group took the initiative in bridging this gap. It should be noted that neither CETA nor the community college discussed the need for labor market information although the area employs 46 percent of its labor force in manufacuturing sectors where plant closings or changes in technology would drastically effect the work force. In addition to the lack of labor market information, there was no mention of the possibility or the need for cooperative planning.

There is a recognition of the compatibility of mission and goals between CETA and the community college as well as a healthy recognition of the exchange of mutually beneficial resources -- the college needs CETA's fiscal resources and clients and the CETA prime sponsor needs the college both as a public service employer and as a trainer. It is most obvious, however, that the need for improved mutual awareness was the dominant issue identified by the group.

B. Analysis and Interpretation of the Current Linkage Relationship

1. Site Report

Major improvements have occurred in the linkage relationship at this site. The preoccupation with PSE is no longer evident; a broad range of training programs are in place. Both the college and the prime sponsor expressed a high level of awareness of each others programs, personnel, policies and procedures. Communication was occuring both formally and informally. Formal linkage was in evidence with the Dean of Community Services from the college serving as a member of the Prime Sponsor Advisory Committee. However, no CETA staff member had been invited to serve on any of the colleges boards or councils. Informally, professional counterparts on the CETA and college staffs such as the classroom training coordinators were in touch by phone almost daily and met weekly to plan, coordinate and problem solve.

The linkage relationship had developed beyond a positive dyadic relationship between the college and the prime sponsor to an orientation which includes a comprehensive approach to the delivery of services for CETA clients. Programs are being developed and implemented with the cooperation of the area vocational center, SER, and OIC's as examples. This comprehensive approach to service delivery is illustrative of a well-developed linkage relationship among all parties.

2. Identification of Linkage Objectives and Activities

Five issues were initially identified by the group as linkage objectives to be addressed:

a) Turnover of CETA Staff

b) Provide training for limited english-speaking clients

c) Increase child care facilities on campus

d) Develop a stronger support service system for clients during training

e) Strategize ways to improve transportation to the college

In the ranking of the five issues top priority was given to providing training for limited English-speaking clients. The force field analysis exercise resulted in the following strategy. The group chose the following approaches for operationalizing a vocational ESL course to teach drill press and welding. Two faculty members from the college, participants at the meeting, were identified and given responsibility for making a presentation to the CETA Advisory Council. They were to request the Council to reconsider its position of not funding these programs. Simultaneously, the group discussed the pursuit of alternative state funding sources. These sources were identified and responsibilities, timetables and resources were determined for seeking the required funds. Toni Harris was instrumental in identifying these alternative funding sources and offered to provide follow-up technical assistance.

C. Evaluation

1. Formative Evaluation

The two basic purposes of the meeting which were to facilitate the initiation or expansion of an activity to strengthen linkage and review and examine the linkage relationship were accomplished. The group was responsive and task oriented. There has been a substantial turnover in CETA staff personnel since the 1978 meeting. While the CETA director and assistant director were invited to the meeting neither chose to attend; however, the planning coordinator was in attendance. While the meeting was held at the CETA offices and more than a months lead time was given for the meeting the CETA staff were informed about the purpose of the meeting and their expected attendance only three hours prior

to the session. The quality of the meeting and its ability to serve as a catalyst for future meetings would have been strengthened if the CETA director and/or assistant director had been present.

In addition, the group participants expressed the need for a longer session. The meeting was cut back from four hours to three hours because of transportation problems.

2. Participant Evaluations

The following is a copy of the evaluation form distributed to participants at the end of the meeting; the mean score for each item are given.

Rockford Participant Evaluation

The goal of this meeting was to strengthen the linkage relationship between the Community College and CETA participants at this site by providing the opportunity for you to work together on a jointly identified problem. Please evaluate this meeting according to the listed criteria. (Draw a circle around one number from 1-5 with 1 or poor being the lowest rating and 5 or excellent being the highest rating.)

	Poor				Excellent	Mean
A) Achievement of this goal	1	2	3	4	5	3.8
B) Effectiveness of the Group Leader	1	2	3	4	5	4.5
C) Appropriateness of level of language	1	2	3	4	5	4.6
D) Usefulness/relevance to your work situation	1	2	3	4	5	3.4
E) Usefulness of the materials	1	2	3	4	5	3.4
F) Logic and sequence of the training materials	1	2	3	4	5	4.2
G) Clarity with which the materials and activities were presented	1	2	3	4	5	4.0

Site Two

Site Reports and Evaluations

for

Lake County Community College

and

Lake County CETA

A. Analysis and Interpretation of the Linkage Relationship Based upon the Findings of the 1978 Study

1. 1978 Linkage Study

The following are the top 5 priority factors which were identified as impacting the linkage relationship between the Community College and CETA at this site. These are the verbatim responses which resulted from the Nominal Group Technique (NGT), the structured group process used to generate data in the 1978 study.

Since the staff members from the college and the CETA staff each met separately what follows are the responses of each staff to the same (NGT) question;

> "What factors have influenced you to participate with [the community college or CETA prime sponsor] and more importantly what factors would encourage you to increase and improve the quality of your participation... ?"

Each staffs' responses to the NGT question appear below:

LAKE COUNTY COMMUNITY COLLEGE	LAKE COUNTY CETA
1. Concern for Individual Participant in a complete way. Interested in Total Individual. Reason for participating in first place and maintaining participation.	1. More flexibility of approach -- particularly in scheduling or matriculation. Would like to see a greater willingness to pursue open-entry, open-exit competency based training -- need training to enroll students at any time
2. Stimulates Community College to be innovative to serve CETA clients e.g., Gateway Jail. Placing more emphasis on new techniques for serving the non-traditional learner-opportunity to being new programs which might not otherwise happen.	2. Commitment of the college to raise the education-level of the County -- at large -- which I think exists
3. Quality of staff offered to CETA primes knowing who we are and what we are about. CETA staff and college staff.	3. Increased orientation of placement of clients after training. Not clearly defined [responsibility]. Initiative is with student.

LAKE COUNTY COMMUNITY COLLEGE	LAKE COUNTY CETA
4. Provide Educational opportunity for students who might not otherwise have them. Community colleges could reach a population we would not ordinarily have access to.	4. Improve communication with the the college. Small amount of informal communication with the college other than with CETA staff. --Need to be carefully structured.
5. Coordination of Public Funds (Rules and regulations of federal programs -- HEW, DOL, State and Federal.) Need more freedom and less control to meet students need. Don't bureaucratize, allow for experimentation -- Not a problem.	5. College atmosphere helps foster self-reliance and responsibility -- "Treat Me Like An Adult, Its How I Want to be Treated" supports less-than class size, allows fulfilling client request.

The abstract which follows is the researchers analysis and interpretation of the linkage relationship at this site.

2. Analysis and Interpretation of the Linkage Relationship in 1978 Between Lake County Community College and Lake County CETA

Lake County Community College

The relationship between Lake County Community College and the CETA prime sponsor has progressed beyond mere general awareness by the college of CETA as a resource to a realization that participation with CETA results in concrete program benefits. CETA resources make it possible to improve programs and services for client groups to whom the college is committed as part of its mission to the community. There is a high level of awareness of CETA programs, personnel and procedures. This is a result of established channels of communication which are being utilized.

The recognition of the program benefits derived from CETA seems to be a function of specific organizational arrangements. Responsibilities for the operation of the CETA program have been clearly defined. A CETA Director paid for by CETA funds has an office on campus. This CETA Director participates in staff meetings both at the college and at the prime sponsor office. The linkage at this site had been institutionalized in the person of the CETA Director who is visible and accessible to both organizations. The personality of the CETA Director is a factor in understanding this relationship. This CETA Director is strong, well-respected and dynamic. The Director is personally responsible for the acceptance and understanding of CETA by the college staff and for the extensive program development for CETA clients which has developed. However, a caution should be made. Because of the strong identification between the Director and the CETA program, the college needs to guard against the possibility where suggestions for new development are not personal criticisms of the director, but rather constructive comments for continued growth in the linkage relationship.

While the college recognizes the benefits it has derived from its CETA participation, it also is cognizant of its importance as a vital resource to the CETA prime sponsor. In the partnership between the two institutions the college has exerted leadership in pursuing its relationship with CETA. The college is confident in its expertise in education and training and believes it is doing an exemplary job with its CETA program.

The college staff reflected concern about the coordination difficulties they faced in adhering to rules and regulations imposed not only by CETA, but by other federal and state agencies. The college would have preferred state and federal block grants to be used as it sees fit with little or no governmental restraint rather than categorial grants.

There was a healthy sentiment of college self-interest in the quality of training and placement. The college's image in the community is enhanced through identification with successful, high quality community programs. "CETA students when they seek employment represent not only the prime sponsor but the college."

There was an indication of certain gaps which could further improve the college's participation in the CETA program. Despite the fact that the geographic area served by the college is growing rapidly, there was no orientation to planning, which therefore precluded the concept of cooperative planning with the CETA prime sponsor. While the college's role as a training agent for CETA was well-developed, there was no mention of the college serving as a public service employer under Title VI of CETA. The potential for such a relationship had not been explored. While the strength of this relationship is clear, complacency for further improvement needs to be guarded against. For example, there was no discussion of how the CETA program or relationship could be improved except for the "need for more money to do what we do best."

Lake County CETA

The CETA staff felt that a commitment to CETA clients would be demonstrated best if the college were more willing to pursue open entry, open exit, competency based training programs. It should be mentioned that this type of program had not been presented or requested by the CETA staff. CETA staff members also articulated the position that the community college has a mandate -- to serve the entire community which includes CETA clients.

The CETA staff was relatively new, most were employed with CETA less than one year, and they were younger and less experienced than the college staff. They were consciously building a relationship with the college -- an established and respected community institution. The CETA staff was also cognizant of the need to overcome previously held negative attitudes toward manpower training programs growing out of college and community experiences with a poorly operated Manpower Development Training Act Program.

The consensus among the CETA staff was that the CETA/College relationship needed to be strengthened in the area of student placement and student follow-up if service to the student was to be improved. The CETA staff felt that communication with the college was limited because contact between CETA and the college was exclusively with the CETA director. Dialogue with other college staff members and with the Administrators of the College was desired; however, the CETA director and staff had not taken any initiative in pursuing such an expanded relationship. Therefore, the college's response to such initiatives is unknown. The CETA staff also articulated its belief that the college is a valuable resource to them in best serving the CETA client and accomplishing its own mission and goals.

The CETA staff was also concerned with the lack of accessibility to the college which is not served by reliable public transportation. No mention was made of planning.

Summary

Both the college and the prime sponsor articulated that the CETA relationship helped both institutions fulfill their mandated mission and goals. The college was more satisfied with the relationship and the nature of the programs offered than the CETA staff. The college had taken the initiative and demonstrated the leadership in the relationship; its motivation was the fiscal resources which translate to program resources available from CETA for the college.

CETA staff and Community College personnel both stated that the college is a valuable resource which enables the CETA client to be better served. CETA forsees no reduction in its participation with the community college because "CETA funds go farther at the community college" and it "offers training and/or education programs which no one else has." Just as importantly, the CETA staff is aware of the value of CETA monies to the college as a fiscal resource.

B. Analysis and Interpretation of the Current Linkage Relationship

1. Site Report

The linkage relationship at this site was well-developed in 1978 and it has continued to build upon this strong foundation. There is a firm committment at the college to respond to the education and training needs of the entire community which specifically includes the CETA client. A recent reorganization at the college has created a new area, the Open Campus, headed by a Dean. There is a CETA director located at the college funded by CETA; she provides the coordination and acts as a liaison to facilitate the linkage relationship. Relationships between the CETA staff and the college staff are both formal and informal and mutual respect between both staffs is apparent. The strength of the college staff is matched by competency at the CETA office. The director is articulate well-informed and aggressive in reaching out to organizations and

institutions in the community for their help. The initial relationship with the college was cultivated by the prime sponsor.

Linkage at this site is complex and sophisticated. It includes relationships with the area vocational center, the Job Service and the community based organizations. The focus is to respond to the needs of CETA clients by developing a comprehensive package of services which draws upon the expertise and experience of each agency or institution.

Accessibility to the college was identified as a problem in the 1978 study. Since then the college has expanded its program offerings at a downtown facility and has worked with the regional transportation authority to improve bus service to the college area.

The attitude of both the prime sponsor and the college staff is to continue to seek program improvement; there is no complacency at this site. This is an exemplary linkage relationship.

2. Identification of Linkage Objectives and Activities

Three topics were identified by this group as areas in which improvement was needed:

a) Improvement in client assessment and counseling

b) A more systematic approach to job placement

c) Development of an open-entry, open-exit competency based remedial education program

The group chose to focus its attention on the development of a remedial education program. Assignment for coordinating the effort was agreed upon as was a tentative time frame for implementation. The college agreed to prepare a curriculum and to provide the required staff development. The CETA office would approach the relevant community groups -- the Urban League, SER and others -- to involve them in the initial planning and development of the

program. Follow-up meetings between the college and the prime sponsor staffs were set to coordinate their activities and discuss further development plans. It is expected that this new program can be operationalized by October, 1980. It was agreed that the college contract would have to be amended to provide appropriate funding for this new activity.

C. Evaluation

1. Formative Evaluation

This group was small and highly productive. The key decision-makers were present; they included the Dean of the Open Campus, his assistant, the CETA Director at the college, the Prime Sponsor Director and one of his senior staff members. Given the solid relationship and task orientation of the group the meeting was conducted very informally. The facilitator led the group through the elements of the forced field analysis exercise without ever formally identifying the process. This was done so that the formality of the structured process would not interfere with the smooth flowing conversation and rapport within the group. The group stayed on task and was productive in accomplishing the objective of the meeting which was to develop a strategy for implementing a linkage activity of mutual concern.

2. Participant Evaluations

The following is a copy of the evaluation form distributed fo participants at the end of the meeting; the mean score for each item are given.

College of Lake County/Lake County CETA Participation Evaluation

The goal of this meeting was to strengthen the linkage relationship between the Community College and CETA participants at this site by providing the opportunity for you to work together on a jointly identified problem. Please evaluate this meeting according to the listed criteria. (Draw a circle around one number from 1-5 with 1 or poor being the lowest rating and 5 or excellent being the highest rating.)

	Poor				Excellent	Mean
A) Achievement of this goal	1	2	3	4	5	4.2
B) Effectiveness of the Group Leader	1	2	3	4	5	4.4
C) Appropriateness of level of language	1	2	3	4	5	4.2
D) Usefulness/relevance to your work situation	1	2	3	4	5	3.6
E) Usefulness of the materials	1	2	3	4	5	3.8
F) Logic and sequence of the training materials	1	2	3	4	5	4.3
G) Clarity with which the materials and activities were presented	1	2	3	4	5	4.0

Site Three

Site Reports and Evaluations

for

Joliet Junior College

and

Will County Consortium

A. Analysis and Interpretation of the Linkage Relationship Based upon the Findings of the 1978 Study

1. 1978 Linkage Study

The following are the top 5 priority factors which were identified as impacting the linkage relationship between the Community College and CETA at this site. These are the verbatim responses which resulted from the Nominal Group Technique (NGT), the structured group process used to generate data in the 1978 study.

Since the staff members from the college and the CETA staff each met separately what follows are the responses of each staff to the same (NGT) question;

> "What factors have influenced you to participate with [the community college or CETA prime sponsor] and more importantly what factors would encourage you to increase and improve the quality of your participation... ?"

Each staffs' responses to the NGT question appear below:

JOLIET JUNIOR COLLEGE	WILL COUNTY CONSORTIUM
1. Belief in community colleges philosophy enables community colleges to serve all the citizens of the community. Goal of the college - seek to cooperate with state and local agencies to provide services with a minimum of duplication whenever possible and CETA allows us to do this - CETA Council.	1. Alter existing programs to fit capabilities of CETA clients - Delete some courses to adapt to needs and background of CETA clients and prepare for entry level job.
2. Look for contracts longer than 1 year.	2. Community College has high placement rate for training program which is important to CETA and basis for judging programs. Far exceeds other training entities - Has ties to jobs and employers.
3. Provides potential to reach a group in society and community to provide basic academic skills and technical skill training.	3. College has a professional staff well founded and trained.

JOLIET JUNIOR COLLEGE	WILL COUNTY CONSORTIUM
Referrals are from students - incentive assistance lets students come; promise of a job.	
4. Helped people increase human potential	4. Community college offers relevant skill training programs for this area. Economic trends of the area are catered by community colleges more so than any other training facility in this area.
5. Administrative - We need good participation with prime sponsor to get assistance in proposal writing; know about money which is available; goals which should be met - (ours and theirs). DOL policies prime sponsor gives assistance in interpreting those policies - e.g., memo on unemployment compensation dealing with PSE. Primes keep community college aware of policies.	5. Monitoring CETA clients is less than class size programs. There's not high degree of coordination between instructor and CETA - attitude problem.

The abstract which follows is the researchers analysis and interpretation of the linkage relationship at this site.

2. Analysis and Interpretation of the Linkage Relationship in 1978 between Joliet Junior College and Will County Consortium

Joliet Junior College

The responses of the Joliet Junior College staff underscore the very high level of consciousness and commitment of this community college to meeting the needs of the total community which specifically includes the CETA client. The college's positive response in embracing vocational education and manpower training programs as part of its total mission is not unique to CETA. It grew out of a philosophic commitment of the staff and community as well as a history of successful experience with the Manpower Development and Training Act (MDTA).

The high ranking given to bureaucracit/red tape issues is related to a particular set of experiences at this site. There was a dispute in the late 1970's over the interpretation of what constitues allowable administrative costs.

A team from the Department of Labor was brought into develop the necessary audit trails to identify how and for what purposes federal funds had been used. Both the college staff and the prime sponsor worked together to respond to the federal inquiry. What resulted was a good working knowledge of each other's personnel, philosophy, and program. This is the only site in which the selection of an item coded as "Awareness of Other Party" was a positive rather than a negative comment regarding the relationship. It seems reasonable to assume that the high degree of knowledge between the college and the prime sponsor contributes to the strong statement of compatible mission and goals.

Joliet Junior College has the most sophisticated understanding of the principal of mutual benefit. Their responses recognize that the college is a unique education and training program for the CETA prime sponsor while at the same time CETA is an important resource for the college. No other site expressed the reciprocity concept quite as well.

Will-Grundy Consortium

The CETA staff recognizes that the community colleges offers appropriate certificate and other short term training programs; however, the need was articulated for more such programs characterized as short term, open entry, open exit, job related training courses, i.e., the emphasis was on skill training as opposed to the broader concern with education. CETA staff recognizes that a difference in philosophy exists but they also know that the community college is a valuable resource which enhances both the education and training programs available to them and their clients.

The CETA staff members recognize the status and entree to local employers which the college has in the community. They are not threatened by this but view it positively. The college is an important vehicle through which CETA can accomplish its goals. While the concept of mutual benefit derived from the interaction was operating as evidenced by the responses of the CETA staff, the CETA staff placed greater value on the resources provided by the college than their ability to be a resource to the college.

CETA recognized the compatibility between their goals and those of the community college. The CETA staff also noted that while communication and coordination was generally well-developed there was a lack of procedures for monitoring student progress; there was a need to elicit instructor cooperation. The CETA staff spoke about the need for improving local labor market information and were interested in working with the Joliet College staff to fill this need. One area of discrepancy in perspective between the community college and CETA staffs involved cash flow. The college saw this as a problem and CETA staff was unaware of this.

Summary

This was the most complex and fully-developed interactive relationship in the study. There was common understanding by both parties that they have mutually shared mission and goals. Underpinning this relationship was the concept of mutual benefit which is the operating principle for both the community college and the prime sponsor. There's a need for joint planning and joint cooperation in specifying local labor market conditions. Nevertheless, the depth of knowledge and awareness which each party has of the other contributes to a strong foundation for approaching the education and training needs of CETA clients. Awareness of the mutual benefits of cooperations had been transformed into concrete operational programs. The pattern of this relationship could serve as an exemplary model for other Community College/CETA linkages.

B. Analysis and Interpretation of the Current Linkage Relationship

1. Site Report

The linkage relationship at this site as reported in the 1978 study was very strong. This was a result of a compatibility of mission and goals between the community college and the CETA prime sponsor, a high level of awareness of each others personnel, programs and policies and a sophisticated awareness of the mutual benefit to be derived from cooperation with one another. The relationship was characterized by diversity -- there were both PSE and job training programs, the training occurring in both class-size and less-than-class-size programs.

The CETA prime sponsor expressed a need to develop more open-entry, open-exit courses. There was also a concern for the improvement of student monitoring and follow-up procedures so that students especially those in less-than-class size programs would not fall between the cracks of either bureaucracy.

In the past two years, this linkage relationship has gone largely unexamined. Less-than-class size programs have been dropped as a result of administrative problems and fiscal considerations. This has occurred even though both the college and the prime sponsor recognize that this restricts the training opportunities available to CETA clients. The college is not involved in offering training under Title II and Title IV, nor is the college involved in Private Industry Council (P.I.C.) activities. These are areas where other community colleges have expanded their service offerings in response to new federal initiatives.

In the 1978 study the need was expressed to share and jointly develop a local labor market information system. A joint proposal had been developed but funding has not been forthcoming for this project. Both the college and the prime sponsor staff continue to express interest in such a project.

As a result of our meeting it was suggested that the CETA Postsecondary Linkage project sponsor a program in which community college staffs share their experiences in working with CETA. One topic could be how other community college/prime sponsors operate their less-than-class-size programs. This site would benefit from follow-up technical assistance from the CETA Postsecondary Linkage Project to help them examine their existing contractual arrangement and to explore ways of increasing the college's role in the delivery of client services. Lack of new money is seen as a major impediment to the development of new services; however, a willingness to examine the current contractual relationship in light of alternative program arrangements may reveal greater latitude for service delivery than is presently realized.

2. Identification of Linkage Objectives and Activities

This session generated a list of 12 linkage objectives. While time permitted full discussion of only one specific issue the group was encouraged to hold follow-up meetings to address the other items of mutual interest. The list of objectives identified are as follows:

a) Work on coordination of reporting requirements

b) Plan for new programs e.g., II d monies -- need more lead time in planning

c) Develop a pre-orientati[illegible] program to be run by the prime sponsor

d) Address the problem of time lag between client referral and program start-up

e) Jointly develop an evaluation process and plan

f) Systematize cooperative planning for collecting demographic information and local labor market supply and demand data

g) Examine opportunities for joint resource development

h) Explore ways for coordinating the counseling services of the college and the prime sponsor

i) Develop and plan a new program in Hotel and Restaurant Management

j) Jointly develop and publish more P.R. materials which would be beneficial to both agencies

k) Develop contractual arrangements to combine funding sources to increase the level of service to CETA clients and residents of the community college district

l) Seek to develop additional program or programs

The group chose to focus its attention on strategies for jointly pooling resources to better assess the labor market needs of the local area. A follow-up meeting was agreed upon by the planning coordinators at both the college and the prime sponsor. The agenda for the meeting will be to explore options for sharing information in light of no additional funding as well as seeking new funding opportunities which would allow more sophisticated labor market studies. Sources of available monies at the state level from DCCA and DAVTE were identified and will be pursued. The CETA Postsecondary Linkage Project staff will provide follow-up technical assistance in securing new monies as well as in addressing some of the other linkage objectives identified by the group.

C. Evaluation

1. Formative Evaluation

The dynamics of this group made it difficult to stay on task and achieve productivity. The process of force field analysis works best in small groups of approximately six participants; there were eleven participants at this session which was too large for the group to work well. In addition, this meeting was geared for decision-makers, however, neither the CETA director nor the assistant director were present; nor was the vice president from the college able to stay for the full meeting. Four of the staff members who attended the meeting were new staff members. They were unfamiliar with the legislation, the issues and the operating practices. As such they were unable to contribute to the meeting. (Their evaluations were not included in the aggregate of responses reported because they were returned blank. Their role was more of observers than participants to the process.)

An additional inhibiting factor to getting the group on task was that the college staff had not been briefed in advance on the purpose of the meeting. The group leader was aware of a reluctance to share information regarding the linkage relationship. It was subsequently revealed that this hesitancy was tied to the college board of trustees request to reexamine the linkage arrangement at their next board meeting.

While all of these factors were affecting the groups' dynamics, the meeting was still able to generate a concrete strategy for cooperative planning in meeting the mutually expressed need for improved local labor market information.

This linkage relationship would profit from technical assistance efforts which can be provided by the CETA Postsecondary Linkage Project at the Illinois Board of Higher Education.

2. Participant Evaluations

The following is a copy of the evaluation form distributed to participants at the end of the meeting; the mean score for each item are given.

Joliet-Will County Consortium Participant Evaluation

The goal of this meeting was to strengthen the linkage relationship between the Community College and CETA participants at this site by providing the opportunity for you to work together on a jointly identified problem. Please evaluate this meeting according to the listed criteria. (Draw a circle around one number from 1-5 with 1 or poor being the lowest rating and 5 or excellent being the highest rating.)

	Poor				Excellent	Mean
A) Achievement of this goal	1	2	3	4	5	3.8
B) Effectiveness of the Group Leader	1	2	3	4	5	4.5
C) Appropriateness of level of language	1	2	3	4	5	4.6
D) Usefulness/relevance to your work situation	1	2	3	4	5	3.4
E) Usefulness of the materials	1	2	3	4	5	3.4
F) Logic and sequence of the training materials	1	2	3	4	5	4.2
G) Clarity with which the materials and activities were presented	1	2	3	4	5	4.0

Site Four

Site Reports and Evaluations

for

Lakeland Community College

and

CEFS/EMB River Basin Cap

A. Analysis and Interpretation of the Linkage Relationship Based upon the Findings of the 1978 Study

1. 1978 Linkage Study

The following are the top 5 priority factors which were identified as impacting the linkage relationship between the Community College and CETA at this site. These are the verbatim responses which resulted from the Nominal Group Technique (NGT), the structured group process used to generate data in the 1978 study.

Since the staff members from the college and the CETA staff each met separately what follows are the responses of each staff to the same (NGT) question;

> "What factors have influenced you to participate with [the community college or CETA prime sponsor] and more importantly what factors would encourage you to increase and improve the quality of your participation... ?"

Each staffs' responses to the NGT question appear below:

LAKELAND COMMUNITY COLLEGE	CEFS/EMB RIVER BASIN CAP
1. Less red tape and bureaucratic hurdles. Need of promptness in returning signed contracts to the college. Auditing by Manpower Office shortly after grant period ends - not 9 months later. Smoother money flow from state agencies to the college e.g., our billing process doesn't necessarily fit into the federal fiscal year - B.O.S. An overall contract to serve a predetermined number of students with some advanced funding.	1. Allows development of special classes to meet special needs - Development of classes for particular needs as they arise.
2. Better manpower demand information-Labor Marketing Information-ES, Chamber of Commerce, Planning Council.	2. Assessment and evaluation of employment goals provided by community college - Sometimes specialized counseling is helpful not only academically but in personal lives.
	3. More evaluation of career goals and values prior to graduation - Lack or not the right type of tutoring provided students.
	4. Programs at community college meet the needs of the area -

LAKELAND COMMUNITY COLLEGE	CEFS/EMB RIVER BASIC CAP
3. Need closer relationship between Program Agent and Community College on placement and employment opportunities possible for program development.	student and labor needs. Joint efforts at placement at graduation/course completion - mostly with special classes - Instructor help with placement. Placement of students completing courses at Lakeland is very high.
4. Source of additional revenue state reimbursement increases.	5. Fills need for vocational training - Quality and variety of training available - Absence of alternative training institutions.
5. The purpose of the community college is to meet the needs of the community and by enrolling CETA clients the college fulfills one of those needs. Opportunity to further community colleges mission - Continued credibility of college in meeting community needs.	
6. Community College has lack of funds to provide sufficient supportive and administrative services to clients and program agent e.g., counseling.	

The abstract which follows is the researchers analysis and interpretation of the linkage relationship at this site.

2. Analysis and Interpretation of the Linkage Relationship in 1978 Between Lakeland Community College and CEFS/EMB River Basin Cap

Lakeland Community College

Lakeland Community College is participating not with a prime sponsor but with a program agent in the Balance of State (B.O.S.) CETA program. The B.O.S. status influenced the responses of the college participants. The B.O.S. dimension has meant an additional layer of rules and regulations, made in Springfield often without local input. There were problems in coordinating contract and approval dates and fiscal years since the state, federal and college fiscal years differ.

Lakeland Community College was especially aware of its responsibility as a resource for local economic development. It recognized its role of contributing to the supply of a qualified labor force for local employers. The college staff expressed the need for a closer relationship with the program agent in placement and job development activities. This is an area which should be explored.

There was also an expression of need for better area labor market information. However, there was no mention of cooperative planning with the program agent to satisfy these needs. While the B.O.S. has a Regional Manpower Council for planning, members are appointed by the Governor and do not necessarily reflect local viewpoints and conditions.

Lakeland College views the CETA program as a valuable resource. CETA participation means dollars for programs and students. Lakeland Community College very clearly states that its participation with CETA is part of its mission to the community. This point was eloquently made by one respondent: "The purpose of the community college is to meet the needs of the community and by enrolling CETA clients the college fulfills one of those needs."

College personnel expressed satisfaction with their working relationship with program agent personnel. It is noteworthy that the college staff had gotten the message from state and community institutions that participation with CETA was "good" and they were willing to comply with this expectation.

CEFS/EMB River Basin Cap

The CETA program agent was interested in participating with the community college because of the program and staff resources which the college provides. The CETA staff recognized that the college has been responsive to the training needs of the CETA client. There was an awareness of the compatibility of CETA's mission and goals with those of Lakeland College and an understanding of the mutual benefit derived from the relationship. The CETA staff mentioned the absence of alternative training institutions to the college. Yet this situation had not produced a dominant/submissive relationship but one based on mutual benefit and interest.

The CETA staff was satisfied in its relationship with Lakeland College but it did suggest areas to be further explored. There was an expression of need for a greater number of program entry dates. There was a desire for a program which focused on job seeking behavior and skills. There was interest in developing joint efforts at job placement. And there was concern expressed for a procedure which would provide better monitoring of CETA clients -- their attendance, grades, curriculum and financial expenditures. These are fertile areas in which a strengthened linkage relationship would be of benefit.

The CETA staff also mentioned the problems of program agent status which was burdensome to them but to a lesser degree than to the college. There was generally a high level of awareness of the college, its programs, services and goals.

The CETA directors, however, expressed a desire for more open and direct access to the college's top administrative personnel. This had not hindered the relationship's development but would be a gesture of recognition and acceptance of CETA's role and status in the community.

Summary

This relationship is based upon the principle of mutual benefit. The college sees CETA as an important resource of dollars and students; CETA views the college as an essential training and program resource. There is agreement by both parties that their goals and mission are overlapping and that the community and other federal and state agency expect them to cooperate with one another - which they do.

Cooperative planning had not occurred and the peculiar problems of program agent status have impeded progress in this area. It should be noted, however, that the institutional arrangement of program agent in a Balance of State prime sponsor seems to run counter to the legislative intent of CETA in which CETA is to be responsive to local needs. Planning, too, should be done at the local level. The Balance of State organizational design introduces an additional level of bureaucracy which is burdensome to all parties. The strength of this relationship is a good foundation upon which to address the issues and concerns expressed by both parties. This would further strengthen the linkage relationship at this site.

B. Analysis and Interpretation of the Current Linkage Relationship

1. Site Report

The linkage relationship at this site was well developed when examined in 1978 and it has maintained and built upon its strengths. The college has a committment to CETA clients demonstrated by its training, counseling and job development activities and the two program agents, CEFS and ERBC, are cognizant of and draw upon the college as a significant resource for CETA clients. The college is represented on the Regional Manpower Council, a position it did not have in 1978. There has also been a major effort in comprehensive planning and sharing of labor market information which was not in evidence in the earlier study. The program agents continue to express a need for more open-entry, open-exit courses and for less-than-class size programs. The college expressed a need to explore alternative funding formulas with ICCB, ones which are conducive to open entry, open exit courses. The program agents needed clarification from DCCA regarding the credit/no credit option for employability readiness courses.

2. Identification of Linkage Objectives and Activities

The group was very productive in identifying activities of mutual interest which would strengthen the linkage relationship and improve the delivery of service for CETA clients. The range of activities which they identified are:

a) Development and implementation of an assessment program

b) Develop a work adjustment program at the front-end of the CETA process

c) Include OJT and CRT in all program components -- alter the percentages

d) Include private sector input during development of work adjustment course

e) Examine process to allow CETA clients greater accessibility to available space in vo-ed training programs

f) Develop and put in place at Lakeland a job-attitude program which is open-entry, open-exit

g) Seek the establishement of more open entry, open exit programs

h) B.O.S. directives from state level need clarification and consistency

h) Explore more ways to help CETA youth

j) Explore non-credit course possibilities and cutting turn around time on reimbursements

From this list of objectives the group decided to focus its attention at this session on the development of an employability/work adjustment course which is tied to the employability development plan for CETA clients. The college, for its part, agreed to identify and adapt a curriculum appropriate for an open-entry, open-exit mode. The college counseling and guidance center wants to have input during the CETA assessment phase to identify those modules within the curriculum most appropriate to each CETA clients' needs. The program agent staff members agreed to follow-up this idea with B.O.S. representatives to discuss the credit/non-credit options for CETA clients. A follow-up meeting between the college staff and the program agent staff was set to determine, once futher information is available, the best implementation plan and the coordination of resources. October lst was set as the target date for operationalizing this new course.

C. Evaluation

1. Formative Evaluation

The key decision makers from both the college and the program agent staff were present. The group was responsive to the task of strengthening linkages by identifying concrete activities. Precedent was set for additional meetings to continue to build linkage and it was requested that staff from the CETA Postsecondary Linkage Project at IBHE be available for follow-up technical assistance. This group was successful in achieveing the goals set for the meeting.

2. Participant Evaluations

The following is a copy of the evaluation form distributed to the participants at the end of the meeting; the mean score for each item are given.

Lakeland Participant Evaluation

The goal of this meeting was to strengthen the linkage relationship between the Community College and CETA participants at this site by providing the opportunity for you to work together on a jointly identified problem. Please evaluate this meeting according to the listed criteria. (Draw a circle around one number from 1-5 with 1 or poor being the lowest rating and 5 or excellent being the highest rating.)

	Poor			Excellent		Mean
A) Achievement of this goal	1	2	3	4	5	4.3
B) Effectiveness of the Group Leader	1	2	3	4	5	4.3
C) Appropriateness of level of language	1	2	3	4	5	4.3
D) Usefulness/relevance to your work situation	1	2	3	4	5	4.3
E) Usefulness of the materials	1	2	3	4	5	3.5
F) Logic and sequence of the training materials	1	2	3	4	5	4.0
G) Clarity with which the materials and activities were presented	1	2	3	4	5	4.3

Site Five

Site Reports and Evaluations

for

Lincolnland Community College

and

Sangamon/Cass Consortium

A. Analysis and Interpretation of the Linkage Relationship Based upon the Findings of the 1978 Study

1. 1978 Linkage Study

The following are the top 5 priority factors which were identified as impacting the linkage relationship between the Community College and CETA at this site. These are the verbatim responses which resulted from the Nominal Group Technique (NGT), the structured group process used to generate data in the 1978 study.

Since the staff members from the college and the CETA staff each met separately what follows are the responses of each staff to the same (NGT) question;

> "What factors have influenced you to participate with [the community college or CETA prime sponsor] and more importantly what factors would encourage you to increase and improve the quality of your participation... ?"

Each staffs' responses to the NGT question appear below:

LINCOLNLAND COMMUNITY COLLEGE	SANGAMON/CASS CONSORTIUM
1. Need to know specific needs of CETA and how they relate to college - Job availability in district. Don't find out about RFP's until after they are due.	1. Need short-term training programs.
2. Need more information and participation between community college and CETA. Both parties need this.	2. CETA needs more knowledge of college's interests in setting up class-size programs, and their willingness to accept students withoug high school or G.E.D.
3. There are procedural problems and administrative details which need to be worked out.	3. Need to have labor market information.
4. Relationship of individual to CETA - Intake barriers set up because of lack of coordination between job service and prime sponsor/program agent.	4. Ideal situation - CETA representative on campus to take care of attendance, procedures and student information - general information person who knows about college. PSE slots or CETA staff could make this possible.

LINCOLNLAND COMMUNITY COLLEGE	SANGAMON/CASS CONSORTIUM
5. Need bimonthly visits from CETA prime sponsor to meet with college personnel. (3 visits in 4 years, 2 in last 6 months solicited by college).	5. Community college could participate with CETA on area wide needs assessment.
6. CETA needs to do more outreach and community P.R.	

The abstract which follows is the researchers analysis and interpretation of the linkage relationship at this site.

2. Analysis and Interpretation of the Linkage Relationship in 1978 Between Lincolnland Community College and Sangamon/Cass Consortium

Lincolnland Community College

The responses of the participants at this site indicated a lack of information about, and contact with, the CETA prime sponsor. There was little to no awareness by the college staff of CETA, its purposes and programs. Conversely, the college staff was aware that the CETA staff is unfamiliar with the community college, its programs, staff, and purposes. The burden of responsibility for increasing awareness was not viewed as a shared problem; it was seen as CETA's problem. There was no suggestion that the college should initiate contacts and try to establish lines of communication. Without the knowledge of the possible benefits to be derived from linkage, the opportunity to develop a relationship based upon mutual benefit was not occurring.

In addition to the lack of awareness articulated by the college staff, there were a number of statements which referred to barriers in the relationship. The college's lack of participation was attributed to the burden of rules and regulations set up by government bureaucracy. The college staff was concerned about the inconvenience and added effort required of the instructional and administrative staff when they participate with CETA. This college in Spring, 1978 served fewer number of CETA participants than any other community college in the state.

While the college staff referred to its mission and goals; this commitment had not been operationalized to include CETA and CETA client needs.

Sangamon/Cass Consortium

The CETA staff mirrored many of the same issues as the college staff. The CETA staff wanted the college to develop short term vocational programs which provide open entry, open eixt enrollment. This is in keeping with the prime

sponsor's orientaton to training, getting the unemployed to work as quickly as possible. The college did not have these short term certificated programs. It had the more traditional two year degree program with a core component of liberal arts courses. The CETA staff did not know if the college would be amenable to increasing its certificate training programs. No contact or communication had been initiated to determine areas of agreement or disagreement. Nor did the CETA staff know the college's position on accepting students without high school diplomas, the college's interest in setting up class size CETA programs or their willingness to reach out to the needs of the more disadvantaged student. CETA staff mentioned that the college had not responded to Requests for Proposals for training programs which had been periodically disseminated. The problem of sufficient lead time for responding was not discussed.

Relevant to the low level of awareness by both CETA and college staffs was a history of turnover of CETA directors and CETA staff members. Five of the seven CETA staff members in the group had less than a year with CETA: the director had a tenure of one month. This lack of continuity must be considered in understanding the dynamics of the relationship.

It should be noted that Orientation to Planning was a priority dimension at this site which sets it apart from all other sites. However, three of the seven participants had recently completed a workshop at Northwestern University which underscored the need for labor market information and cooperative planning. Whether or not this orientation to planning will be operationalized or lost in time remains to be seen.

Summary

The linkage relationship at this site is in need of improvement. Basic information regarding the programs, goals, and personnel of both institutions is needed before an awareness of mutual benefit to be derived from linkage can be expected. The CETA staff saw the need for a CETA director on campus; this position could be funded from CETA funds. This person could be instrumental in providing information, exploring new program developments, reducing the added burden of bureaucratic requirements and formalizing a channel of communication between the college and CETA.

There are two other alternatives which must be acknowledged in examining the future of this relationship. First, it is possible that the college does not seek to accommodate to the needs of the CETA client. It may define mission to the community in terms which do not accommodate the short term, open-entry, open-exit mode. It the college's basic philosophic commitment is not broad enough to be operationalized in terms of job training programs, no amount of communication and negotiation will bring about a positive healthy-relationship.

Second, CETA needs to examine the causes of its high turnover rate. The lack of continuity from the CETA staff has been a hindrance to building a healthy, participatory relationship. The CETA staff acknowledges that the college has important resources, which, if developed, could improve the delivery of services to the CETA client. An important first step to heightening the college's awareness of CETA and its needs, as well as involving the college in planning for the human resources needs of the area would be to invite a college representative to serve on CETA's advisory council. Most other college's in the study served in this capacity; it is a basic level of involvement.

This linkage relationship was important to the study for focusing attention on the basic essentials which must be present for linkage to occur. Compatibility of mission and goals, awareness of the other party and the acknowledgement of a resource benefit from the relationship were three essential dimensions which were in need of improvement.

B. Analysis and Interpretation of the Current Linkage Relationship

1. Site Report

The linkage relationship at this site has experienced some positive changes; however, the projections for future growth are limited by specific internal and external factors which will be discussed. In 1978 Lincolnland Community College was not represented on any of the CETA advisory councils. At present a Lincolnland dean serves on the employment and training council, the youth council and the PIC council. In addition, the college has three certificate programs in child care, security and law enforcement which are designed for CETA clients. These were not in place two years ago.

The quality of the CETA staff was markedly improved. The staff members were knowledgeable of CETA programs and rules and regulations and had clearly defined job responsibilities. Turnover among CETA staff members still seems to be an internal management problem.

CETA and college staff were involved in joint planning activities both at the administrative and staff levels. This stems from joint membership on the CETA advisory councils. Both staffs still expressed a need for more information regarding programs, policies, philosophy and personnel at each organization.

The future of the relationship is impacted by the college's commitment to two year occupational programs as opposed to shorter duration certificated programs or open-entry, open-exit courses. The two year programs are least conducive to participation by CETA clients who need shorter term training programs. Lincolnland has indicated that it can not commit its facilities to an expansion of class size programs for CETA clients.

Since the Springfield area has numerous other education and training institutions who have programs with both basic skills and short term skill training programs, the CETA staff have looked to these other institutions to satisfy their clients' needs. Program growth and client participation can be expected to develop more readily at these other institutions and not at Lincolnland Community College.

Since CETA clients enrolled at Lincolnland are generally not in class size programs, the college has not identified the number of CETA clients being served. The CETA staff agreed at this meeting to make this information available to the college. It was also noted that communications routinely sent to the college president should be copied to the appropriate deans to improve communication and program coordination. This will be done in the future.

2. Identification of Linkage Objectives and Activities

This group was highly productive in identifying linkage objectives of mutual interest. They are as follows:

a. Identify CETA client training requirements related to local manpower needs.

b. Identify a formal structure for interaction and coordination between CETA and Lincolnland.

c. Identify Lincolnland College capabilities relative to training and the conditions under which they can be provided.

d. Cooperate in a joint public relations program to coordinate efforts to reach more CETA clients.

e. Assist one another in the definition and understanding of legislative mandates and rules and regulations.

f. Share information on CETA programs and Lincolnland curriculum.

g. Respond to a need for a CETA representative on campus at least half-time.

h. Respond to the need for information on CETA system and its method of service delivery.

i. Respond to the need for a basic understanding of the Lincolnland and the CETA philosophy.

j. Develop linkages for common services such as classroom training and career counseling.

k. Develop a strategy for meeting the basic delivery systems, etc. -- of both the CETA and Community College staffs. (This item combines C-F-H-I & J as a cluster of needs).

From this list of objectives the group chose to respond to the cluster of information needs capsulized by item K. The strategy for accomplishing this objective was specified in detail. It was decided that a one day joint staff orientation meeting should be conducted in June, 1980. Half of the day would be spent on site at the college and the remainder of the day at the CETA office. Each staff had responsibility for its portion of the program. The agenda was discussed and outlined; twelve staff members from each organization were to be invited. Two staff members, one from the college and the other from the prime sponsor office were designated for follow-up and coordination of the orientation program. A first planning meeting was set by the two contact persons.

C. Evaluation

1. Formative Evaluation

This session was highly productive in terms of identifying a linkage objective and strategizing activities for operationalizing it. The group process during the session was characterized by frank and open discussion and a willingness to understand one anothers problems and points of view. This was especially noteworthy since the relationship is basically formal and not very extensive. The CETA Postsecondary Linkage Staff offered assistance in setting up the orientation program and in any other area in which they can be of help. Whether this orientation program will effect a change in this linkage relationship should be assessed.

2. Participant Evaluations

The following is a copy of the evaluation form distributed to the participants at the end of the meeting; the mean score for each item are given.

Springfield Participant Evaluation

The goal of this meeting was to strengthen the linkage relationship between the Community College and CETA participants at this site by providing the opportunity for you to work together on a jointly identified problem. Please evaluate this meeting according to the listed criteria. (Draw a circle around one number from 1-5 with 1 or poor being the lowest rating and 5 or excellent being the highest rating.)

	Poor			Excellent		Mean
A) Achievement of this goal	1	2	3	4	5	4.2
B) Effectiveness of the Group Leader	1	2	3	4	5	4.3
C) Appropriateness of level of language	1	2	3	4	5	4.3
D) Usefulness/relevance to your work situation	1	2	3	4	5	4.3
E) Usefulness of the materials	1	2	3	4	5	3.8
F) Logic and sequence of the training materials	1	2	3	4	5	4.6
G) Clarity with which the materials and activities were presented	1	2	3	4	5	4.5

Site Six

Site Reports and Evaluations

for

Kaskaskia College and BCMW

A. Analysis and Interpretation of the Linkage Relationship Based upon the Findings of the 1978 Study

1. 1978 Linkage Study

The following are the top 5 priority factors which were identified as impacting the linkage relationship between the Community College and CETA at this site. These are the verbatim responses which resulted from the Nominal Group Technique (NGT), the structured group process used to generate data in the 1978 study.

Since the staff members from the college and the CETA staff each met separately what follows are the responses of each staff to the same (NGT) question;

> "What factors have influenced you to participate with [the community college or CETA prime sponsor] and more importantly what factors would encourage you to increase and improve the quality of your participation... ?"

Each staffs' responses to the NGT question appear below:

KASKASKIA COLLEGE	BCMW
1. Need to have open-entry, open-exit courses in skill areas; Short term courses - retreat from 2 year semester based programs.	1. Need communication; should meet monthly or bi-monthly for rap sessions; meet to talk about student assessment and follow-up. College-not just top administrators need to know about CETA and CETA staff needs to know total curriculum and college staff.
2. Need more direct communication with CETA; need inservice training and conference to let people get to know each other; full knowledge of CETA would lead to increase in funding opportunities, avoid duplication of service; need to know each others bureaucratic problems.	2. Need to create interest in community of importance to get an education.
3. Need less paperwork; consistency of forms; set up procedures and stick with them.	3. CETA clients need counseling on realistic expectations of training.
4. Need a CETA director on campus paid for with CETA funds.	4. Community college can help upgrade personal skills to coincide or relate to changing job market.

KASKASKIA COLLEGE	BCMW
5. College has a commitment to serve the total population.	5. Need better child care facilities and public transportation out to the college. 6. Need classes in evening and on weekends; need flexible programs not just those on semester system.

The abstract which follows is the researchers analysis and interpretation of the linkage relationship at this site.

A. Analysis and Interpretation of the Linkage Relationship in 1978 Between Kaskaskia College and BCMW.

Kaskaskia College

The college staff members who participated in the 1978 study expressed a commitment to short term, open-entry, open-exit courses. It should be noted, however, that with only one member of the college administration staff present the formal college position on this issue is not really known. The college participants recognized the importance of the college as a resource to CETA but were not as clear about how CETA could contribute to the college.

The need for increased communication with and information about CETA was most clearly stated. However, recognizing the need and translating it into action by taking the initiative to establish a better relationship will be the important next step. The appointment of a CETA director to coordinate activities, work out red tape problems and to assist in developing linkage would be very helpful in encouraging a healthy relationship. Much more information about CETA programs and funding sources was needed before an awareness of the mutual benefit to be derived from linkage could be expected. However, the college's commitment to serve the total community including the CETA client is a good foundation upon which a CETA program could be developed further. There was no discussion of cooperative planning; a joint planning effort would be useful in deciding how to better serve the needs of the community.

BCMW

The program agent staff ranked the need for communication with, and information about the college as its greatest need in establishing a healthy linkage relationship. Responses of the CETA participants indicated a minimal level of information about the college, its purposes, personnel and programs. The CETA staff perceived the college as transfer oriented -- not conscious of the job training needs of the CETA client. The CETA staff were interested in

a counseling programs that could help CETA clients develop realistic expectations of job training and the world of work.

As was the case with the college staff, the CETA staff did not take the initiative to obtain the necessary information about the college or to establish a channel of communication with college personnel. It is important to note that there had been a high turnover of CETA directors at this site which made it difficult to establish a staff development program.

The CETA staff also identified as a problem the need to generate interest and awareness of the value for an education in certain segments of the community. The CETA staff has to deal with the reality that young adults want immediate gratification--a job, with pay, now--and their parents fear education as a vehicle which leads young people away from family and community to find work.

The CETA staff also voiced concern for increasing the support services available to CETA clients. The need for public transportation and expanded child care facilities were considered to be urgent problems. The CETA staff did not realize that they could provide these services within their own budget and/or they could apply for other federal funds to receive these services.

Summary

The linkage relationship at this site was in need of strengthening. The community college staff expressed a commitment to a comprehensive community college program which includes the short term, open-entry, open-exit training programs needed by CETA to fulfill its goals. The college has some training programs but further program development seems necessary. The CETA staff was unaware of the college's interest in training programs and of the overlapping goals of CETA and the community college.

Both the community college and the CETA staff expressed the need for more information regarding the personnel, program, policies and goals of the other

party. The college was interested in obtaining a funded position for a CETA director. This individual could be instrumental in helping to build and strengthen a healthy relationship.

The CETA staff pointed to some public relations problems which the college needs to overcome if it hopes to fulfill its mission to be in, of and for the whole community. It seems that the message of the comprehensive community college had not reached certain segments of the community, especially those areas with the highest concentration of potential CETA clients.

The college recognized that it can be a program resource for CETA. The CETA staff would like to develop this resource. However, for a relationship based upon mutual benefit to exist, the college has to appreciate the resources which CETA can provide to it. And CETA needs to initiate leadership and develop the expertise and experience to convince the college of the benefits which can accrue to them by participating with CETA.

The linkage relationship at this site could be helped with technical assistance from an interested third party to help establish a more solid foundation from which a positive, healthy, relationship can develop.

B. Analysis and Interpretation of the Current Linkage Relationship

1. Site Report

The linkage relationship at this site had improved demonstratively since 1978. Communication which was minimal two years ago is now ongoing both at the administrative and at the staff level. Responsibilities of staff members both at the college and at the program agent office were clearly defined. Staff knew their jobs and seemed to be effective in serving client needs. An increased number of CETA clients were utilizing the education and training resources available at the college; the college is committed to open-entry;

open-exit classes. A child care program, though limited, had been established; and off-campus programs were being offered to increase accessibility to CETA clients.

The positive changes which are occurring can be attributed in part to significant staff changes which provided sound leadership at the college and at the program agent office. There is a new Assistant to the President at the college who is committed to the college's role as a resource to the CETA client and the community as a whole. He serves as the contact person and has the responsibility of facilitating linkage with the program agent. Likewise the Director of BCMW, also new since 1978, is experienced in running community based organizations and has contributed to the upgrading of CETA staff and the development of the staff's capabilities. Their is also a new CETA director who was promoted from the CETA staff ranks. She is familiar with the CETA legislation and the community and is anxious to work with and strengthen relationships with Kaskaskia college. The initiative for developing this improved linkage relationship came from BCMW.

The CETA staff below the administrative level still articulated a need to know more about the college, its operations and the potential resources which can be utilized. Different funding cycles and internal accounting procedures at the college and at BCMW need to be addressed to iron out problems with billings and commitment of funds. The session revealed that Kaskaskia has a representative on the CETA advisory committee. This appointment was unknown to the Assistant to the President charged with the responsibility for CETA. His appointment to the council would be more appropriate. Both CETA and college staff members expressed a need for more coordinated planning and labor market needs analyses.

2. Identification of Linkage Objectives and Activities

The group was initially reluctant to identify specific activities to strengthen their linkage relationship. They were pleased with their relationship which is informal and felt that they could proceed in the future with this mode of operation. After some discussion they identified four objectives of mutual interest. They are as follows:

a. Increase joint program planning and program development.

b. Develop a strategy for combining resources and to improve and coordinate labor-market analyses.

c. Identify a liaison person at BCMW and at Kaskaskia Community College and develop a process for working out communication coordination and troubleshooting activities.

d. Identify those policies and procedures governing the colleges operations and the CETA operations (often imposed by external governing bodies) to determine ways of minimizing bureaucratic problems especially involving the burdens of paperwork.

From this list of objectives the group decided to focus its attention on activities to increase joint program planning and program development. Issues such as who should be involved in the planning process; at which points in the respective institutions planning cycles should joint contacts be made; and how to accomodate special planning needs for grants writing was discussed.

After much discussion the group decided to continue planning on an ad hoc basis; there was reluctance to formalize the process (we have too many meetings already) or to take responsibility for ongoing planning activities (anyone can call a meeting if the need arises).

C. Evaluation

1. Formative Evaluation

This session was unsuccessful in bringing the group to closure for developing a strategy for joint planning. The CETA staff views planning in a reactive sense, that is, in response to requirements from the Department of Commerce and Community Affairs. They are crisis management oriented as opposed to thinking in terms of systematic planned change. Since CETA programs are just a single aspect of the college's total program, the colleges approach to institutional planning could not be determined by this meeting.

The group in its discussion recognized a need for a separate training component designed for balance of state. It would seem that planning would be a worthwhile topic to be included in such a training program.

2. Participant Evaluations

The following is a copy of the evaluation form distributed to the participants at the end of the meeting; the mean score of each item are given.

Kashaskia Participant Evaluation

The goal of this meeting was to strengthen the linkage relationship between the Community College and CETA participants at this site by providing the opportunity for you to work together on a jointly identified problem. Please evaluate this meeting according to the listed criteria. (Draw a circle around one number from 1-5 with 1 or poor being the lowest rating and 5 or excellent being the highest rating.)

	Poor				Excellent	Mean
A) Achievement of this goal	1	2	3	4	5	3.4
B) Effectiveness of the Group Leader	1	2	3	4	5	4.5
C) Appropriateness of level of language	1	2	3	4	5	4.3
D) Usefulness/relevance to your work situation	1	2	3	4	5	3.4
E) Usefulness of the materials	1	2	3	4	5	3.6
F) Logic and sequence of the training materials	1	2	3	4	5	3.9
G) Clarity with which the materials and activities were presented	1	2	3	4	5	4.4

SECTION V. CONCLUSION

This report has presented the background information, methodology and individual site reports and evaluations for the six technical assistance meetings which were conducted for this project. The use of a trained facilitator to lead the guided group discussions and conduct the force field analysis exercise kept the groups on task. All six groups composed of community college and CETA staff members were able to identify specific linkage objectives to help strengthen their relationship. Five of the six groups reached closure in specifying activities for accomplishing their agreed upon objective. It will be the responsibility of the CETA Postsecondary Linkage Project at the Illinois Board of Higher Education to follow-up with each site to determine their success in carrying out their agreed upon objectives and activities.

An additional outcome of this study, is a paper containing recommendations of specific activities which foster linkage. These are generalized findings which grew out of this study as well as previous work with CETA prime sponsors and community colleges. It is presented as an appendix to this study (See Appendix B) so that it can be disseminated by the CETA Postsecondary Linkage project staff in their technical assistance efforts. It is hoped that interested institutions/agencies may find one or more of the recommended linkage strategies of use to them.

APPENDIX A

FORCE FIELD EXERCISE

Goal Statement:

To strengthen linkages between your Community College and CETA staffs.

Problem Statement:

Which are the most critical 2 or 3 problems or issues to be addressed?

SAMPLE: Increase level of awareness of Community College instructors about CETA

a. _____

_____

b. _____

_____

c. _____

_____

Influencing Factors:

Identify and list those factors/forces either positive or negative which are influencing the issue or problem being considered.

Influencing Forces	Direction (+, 0, -)	Action To Be Taken (Increase +) (Convert - to +) (Neutralize -)

Influencing Forces	Direction (+, 0, -)	Action To Be Taken (Increase +) (Convert - to +) (Neutralize -)

Identify a Range of Alternative Activities:

_____

_____

_____

_____

_____

_____

_____

_____

_____

Evaluate Strategies Against Criteria:

How practical is it to implement?
Does implementation require additional resources?
What kind of resources?
Are these resources available?
How long will it take to implement?
Will other problems be created?
Do the potential benefits outweigh or equal the potential liabilities?

Selecting and Implementing a Strategy:

What steps are necessary for implementation? _____

_____

Who will be responsible for implementation? _____

_____

What other staff resources are needed for implementation? _

_____

What is the time frame for implementation? _____

_____

Does the selected strategy address the stated problem? __

_____

What evaluation criteria will be used to determine success?

_____

APPENDIX B

SUMMARY REPORT OF COMMUNITY COLLEGE/CETA LINKAGES: A FOLLOW-UP STUDY With Specific Recommended Activities for Strengthening Linkage

The impetus for the follow-up study of Illinois community colleges and CETA prime sponsors grew out of a need to systematically examine the growth and development of the linkage relationship between these two institutions over time. In Illinois, with a strong, well-developed community college system, it is not surprising to find that CETA prime sponsors recognized early the tremendous resource which the community colleges presented to them. Similarly, many community colleges responded to CETA clients' needs as part of the colleges mission to be community based and community centered. The community colleges' recognized the opportunities presented by CETA participants for additional sources of revenue and an expanded student base to continue the development of their programs and services.

What follows in this report is a discussion of the study's findings and some concrete suggestions for implementing a strong linkage relationship between community colleges and CETA prime sponsors. Linkage is defined as a process "to increase coordination and collaboration among two or more institutions, agencies or systems for the purposes of increasing communication and interaction, sharing resources, jointly working to solve mutual problems and provide new programs to improve the delivery of services to clients."[1]

A major finding of this follow-up study is a confirmation of the results of a 1978 linkage study[2] of the key factors which contribute to a viable, participatory linkage relationship. This earlier study which

---

[1]Toni Harris, Project Director, Illinois Board of Higher Education Post-Seconary Education Linkage Project, grant application definition.

[2]Angela J. D'Aversa, Determinants of Interorganizational Linkage: A Study of Illinois Community Colleges and CETA; unpublished Ph.d dissertation, Northwestern University, Evanston, Illinois, 1979.

included the same six sites as the follow-up sought to identify the determinants and inhibitors to linkage. The 1978 study concluded that there are three primary factors which are essential determinants of linkage.

They are:

1. Domain Consensus, that is, the recognition of the compatibility or complementarity of each institution's mission or goals;
2. Awareness of Other Party, that is, a sufficient level of information must exist about the goals, programs, operations, and personnel of the parties to the interaction; and,
3. Resource/Program Benefits, that is, the motivation for interaction grows out of a recognition of the benefits to be derived from interacting.

The principle of domain consensus does not imply that the goals of CETA prime sponsors and the community colleges are identical, for they are clearly not. The "education" orientation of the community college contrasted to the prime sponsor focus on "training" captures the differences. Educators are concerned with the development of broad based skills and knowledges to develop the full potential of each individual. Such skills and knowledges are developed cumulatively over time in a structured sequence of courses. The "training" perspective has as its bottom-line the acquisition of necessary skills for employment to be acquired in the shortest time frame possible. The immediate goal is a job; CETA clients want and need work.

What our linkage studies have found is that an essential factor in providing a strong foundation for linkage is the clear articulation of community colleges' goals sufficiently broad as to embrace CETA training needs. Generally, the education/training dichotemy is not as strong in

community colleges as in other post-secondary institutions. The reason for this is rooted in the community college mission which is sufficiently broad to include certificated occupational programs as well as a college transfer curriculum. In addition, the admissions policy is basically "open door," admission to the institution does not require prior testing or a high school diploma. However, placement in a specific program may require prerequisites, such as a demonstrated level of proficiency in math, science and mechanical aptitude.

Thus, the principle of domain consensus maintains that education as the umbrella concept can include the more narrowly defined need for training. Thus compatibility or complementarity of mission and philosophy is the desired goal.

The second primary factor which contributes to a strong foundation for linkage is awareness of the other party. This key element encompasses an understanding of each institution's philosophy, organizational structure, eligibility requirements, internal rules and regulations, resources, programs and personnel. Personnel counterparts in the CETA and community college systems need to identify and become acquainted with one another. It is insufficient for top administrators to understand each others systems; this information must be filtered to individual staff members who are involved in the cooperative ventures to serve clients. Sufficient levels of information about each institution's goals, programs, operations and personnel allow choices to be made regarding whether or not increased cooperation is desirable.

The third key element which supports a strong, well-developed linkage relationship is the recognition of the resource/program benefits to be derived from interaction. This concept includes the principle of mutual benefit or self/interest. Each party to the interaction must be motivated

by the particular benefits to be received. It can be the satisfaction of a philosophic goal, financial incentives, filling student slots, spending sub-contractor funds, meeting client needs, fulfilling community or government expectations. The motivations vary but the recognition of "what's in it for us" needs to be clear.

Other dimensions impacting the linkage relationship such as red tape, turf, status issues and support services were examined. These factors increase in importance and most often discourage interaction if the three key elements -- domain consensus, awareness of other party and mutual benefit -- are absent or not fully operational. For example, a lack of awareness of CETA's goals and client needs precludes a recognition of the compatibility between CETA's goals and those of a comprehensive community college. Red tape is an inhibiting factor to interaction, however, a greater attempt is made to accommodate the paperflow requirements of both systems, when there is commitment on the compatibility of philosophic goals, and a recognition of the mutual interest to be derived from a well-developed linkage relationship.

This linkage study is rooted in a conceptual and an experiential base. Conceptually, the assumptions upon which the study is founded are drawn from the mutual exchange theory of interorganizational behavior. This theory posits that relationships form when two or more organizations perceive mutual benefits or gains from interaction. This type of relationship is more prevalent during periods of scarce or declining resources and is characterized by a high degree of cooperation and problem-solving to achieve mutual gains for both parties. This theory provided a useful framework for analyzing and interpreting the linkage dimensions at each site. The motivation of mutual benefit as a key determinant of linkage, the strategy of cooperation and

problem solving, and the reality of scarce and/or declining resources faced by both CETA prime sponsors and the educational community, support the basic assumptions of the mutual exchange theory. The issue of scarce and/or declining resources have significant impact on the degree of participation between community colleges and prime sponsors. For example, in some communities, most often in rural areas, the community college is the prime education and training institution for the region. There is often little or no competition from private schools, community based organizations or other training entities. Given the lack of viable alternatives offered to them, prime sponsors, therefore, seek to expand the role of the community college to satisfy their training needs. Similarly, statistics indicate that community colleges are enrolling a greater percentage of students in occupational as opposed to college transfer programs. The student enrollment growth area is among part-time adult learners. Therefore, many community colleges recognize service to CETA clients as beneficial for maintaining or expanding enrollments among adults as the age cohort of graduating high school seniors continues to decline.

In addition to the conceptual framework upon which the follow-up study is based, prior experience with community colleges and prime sponsors led to the assumption that the parallel programs and services operating in both systems provided many opportunities for linkage. For example, once intake/eligibility has been established, CETA clients go through an assessment process. Most educational institutions have testing and assessment capabilities in operation with qualified staff for administering tests and interpreting the results. Prime sponsors may find that it is cost-effective and qualitatively sound to sub-contract for assessment services.

Similarly, both CETA and the community colleges have counseling components. In servicing clients, maximum effectiveness requires the CETA and the community college counselors to mutually support each others efforts and to reflect the goals and objectives in the CETA clients employability development plan. This cooperation and interrelatedness is a further example of good linkage.

Prime sponsors need to provide clients with vocational skill training, pre-employment readiness skills, adult basic education, job development and job placement services. Many comprehensive community colleges are already providing these programs and services to their students.

In addition, labor market needs-analyses and comprehensive planning efforts are conducted by both prime sponsors and community colleges. The potential for sharing resources and pooling information sources could be of benefit to both systems. These are just some of the linkage opportunities which if recognized could increase the efficiency and effectiveness of both the community college and the CETA system in meeting their clients needs.

Having recognized the opportunities which exist for linkage between community colleges and prime sponsors, the following are specific recommended activities for strenghening linkage. Some of the recommendations apply to community colleges, others to prime sponsors and some to both institutions. Most of the examples to be discussed have been successfully employed by participants in the follow-up study. Prior to enumerating these linkage strategies, it is useful to restate the specific goal of the CETA/Postsecondary Linkage project of which the follow-up study is a part. The project is designed "to facilitate better working relationship between public community colleges and prime sponsors to provide better educational opportunities to

CETA clients and to initiate cooperation and stimulate programs where program participation has been limited."[3]

The following are a list of suggested activities for strengthening linkage:

1. Identify and Assign a Contact Person with Responsibility for Coordinating CETA Activities. The assignment of a constant contact person for both the community college and the prime sponsor is important for visibility and accountability. In terms of visibility a contact person is the first point of entry in an institution for answering questions, referring calls, responding to complaints and cutting through red tape. The designation of a contact person fixes responsibility with an institution for coordinating, planning and evaluating CETA related activities.

   There are three models which have proven to be effective in the assignment of a CETA contact person. In the first model a staff position is funded by the prime sponsor with offices at the college. This individual has a joint appointment to the college and the prime sponsor staff and serves as liaison between both systems. The advantages of this approach include knowledge of both systems and their staffs, representation at staff meetings, opportunity to address problems at the beginning stages, potential for joint planning and the ability to interrelate the programs and services of both systems to better respond to client needs. The disincentives of this approach may include availabilty of funds for such an arrangement,

---

[3]Toni Harris, Project Director, CETA/Postsecondary Linkage, Illinois Board of Higher Education, Model Project Description, CETA Interagency Coordination Project.

in addition to the difficulty of "wearing two hats" should conflict arise. This individual needs to possess well developed skills in conflict resolution and diplomacy, as well as knowledge of both systems, their philosophies, goals and methods of operation.

The second model for assigning a contact person, and the more prevalent one, is to appoint an individual from each staff to serve in this capacity. This appointment does not usually have special funding and new responsbilities are in addition to existing ones. The definition of roles and responsibilities need to be made clear. Oftentimes, individual staff members at a given institution have appointments to CETA related committees prior to the appointment of the CETA contact person. These appointments need to be identified and at times membership to committees may need to be changed to provide better overall coordination and communication.

The third model for appointing a CETA contact person is to secure funding for such a position from the prime sponsor. The individual serves as a member of the college staff and is responsible for CETA related activities. While the position is funded by the prime sponsor, the reporting line for this position is to the college administration. Both prime sponsors and community colleges who have experimented with this model indicate that it has improved the linkage relationship and the delivery of services to CETA clients.

2. Issue an Institutional Statement of Philosophy. The purpose of a formal statement of philosophy by the community college

president or board of trustees is a means of communicating to internal staff and to the community-at-large the college's commitment to serve all the needs of the community and specifically CETA client needs. Such a statement is particularly appropriate when a new president has been appointed, or if there has been an organizational change, such as the appointment of a new dean of community studies or outreach programs.

3. Conduct Joint Orientation Meetings. A recurring question raised by both community college and CETA staff members is how to increase the awareness and knowledge of each others policies, programs and personnel. One particularly successful approach is the conduct of a joint orientation program for staff. The CETA staff can be responsible for familiarzing community college personnel with its programs and facilities. Likewise, the community college staff can plan and conduct an orientation for CETA staff including a tour of the college's facilities. Not only key personnel from both systems, but working staff responsible for the day-to-day operational matters should be included in the program. This provides the opportunity for counterparts at the college and the prime sponsor office to meet and discuss mutual issues of concern. The need for follow-up meetings will depend upon local initiative and concerns.

4. Prepare a Flow Chart or Systems Design to Illustrate the Movement of CETA Clients Through the CETA and the Community College Systems. This systems analysis of the movement of a CETA client through each institution can be used in conjunction

with the joint orientation program discussed above, or it can be a stand alone document distributed to staff members. It provides individual staff members with a clear idea of the total system effecting CETA clients and how their role relates to it. This systems approach assists the identification of parallel programs and services. Names and phone numbers of contact individuals can be included. Thus, if problems arise at the college, CETA staff would know whom to contact in the college system and vice versa. This system analysis approach is an aid to identifing opportunities for linkage, reducing the overlap of services and improving the delivery system to CETA clients.

5. Provide Reciprocal Membership on Councils and Committees. Our findings indicate that in the majority of instances community college personnel are represented on CETA committees. However, it is rare to find CETA staff members sitting on college committees. While not appropriate in all instances, there are committees such as those involved in planning, labor market needs analysis and advisory or craft committees in the vocational skill areas where representation by CETA staff could prove beneficial. These local vocational program advisory or craft committees are mandated by the Vocational Education Amendments of 1976 (P.L. 94-482) for those programs which are funded by federal, state or local funds. Therefore, a number of these committees are in place at the community college. In addition to the substantive contributions which CETA staff members can make to the work of the committees, reciprocal representation

on committees is an indication of professional acceptance and equal status.

6. Gather, Develop, and Share Labor Market Information. Our findings indicate that both community colleges and prime sponsors need and use labor market information. However, the definition of what constitutes labor market information and the data sources utilized are often different. Experiences suggest that both systems profit when information is shared. Many prime sponsors and colleges rely on state generated labor market information. Most often precise applicability to a particular area served by the prime sponsor or the community college is lacking in this data. Therefore, it would be valuable to pool resources to focus on the generation of labor market information which is locally applicable. Often other community groups such as local Chambers of Commerce and/or industrial associations have relevant information. It is more efficient to have a single joint effort in approaching these business groups for the development of local labor market information than to have separate yet closely related efforts undertaken by the college and the prime sponsor. Since the generation of labor market information tends to be costly, a coordinated effort also would be cost effective.

7. Establish Formal Periodic Joint Planning Sessions. There are different fiscal years and budget cycles for community colleges and prime sponsors; however, both institutions are required to plan. The prime sponsors and community colleges in our study recognized and responded to specific needs for joint planning but this was most often in response to a particular project,

new source of funding or the development of a proposal. The approach was crisis management and planning; its justification was a desire to avoid additional meetings. Our findings suggest that an annual or semi-annual meeting scheduled early enough in both planning cycles to allow for meaningful exchange is beneficial. Such meetings could focus on allocation of resources, future goals and objectives, and common concerns. Joint planning efforts of this kind are a great assist in strengthening the linkage relationship. They clarify priorities, provide lead time for development of new programs and services and highlight potential areas of coordination and cooperation.

8. Establish Internal Communication Channels for CETA Related Activities. While it is recognized that the identification of an institutional contact person is a great assist for external communication, there is also a benefit for improving an institutional internal communication process. An often heard complaint of staff members in both the community college and prime sponsor systems concerns the delay or failure to receive relevant information. Our findings suggest that the CETA coordinator needs to identify those staff members within their own institution involved in CETA related activities. Next an internal communication system needs to be developed for disseminating information in a timely manner. For example, opportunities to take advantages of new funding sources or staff training experiences are often lost because notices are lost, misdirected or arrive late. The development of the flow chart, mentioned previously in item 3, could be used as the blueprint for an internal communication system.

9. Exchange Relevant Staff Meeting Minutes. While most of the participants in our study expressed frustration regarding the burden of paperwork with which they are confronted, there was one group that suggested that an exchange of relevant staff meeting minutes was a method by which prime sponsor and community college staff members could keep each other informed. This requires no additional time and little effort if the practice of recording and compiling minutes is already in place.

To sum up, our investigation suggests the following list of activities for strengthening linkages between community colleges and prime sponsors.

1. Issue an institutional statement of philosophy
2. Conduct joint orientation meetings
3. Prepare a flow chart or systems design to illustrate the movement of CETA clients through the CETA and the community college systems
4. Identify and assign a constant contact person with responsibility for coordinating CETA activities
5. Provide reciprocal membership on councils and committees
6. Gather, develop, and share labor market information
7. Establish formal periodic joint planning sessions
8. Establish internal communication channels for CETA related activities
9. Exchange relevant staff meeting minutes

Conclusion

The purpose of the follow-up was to build upon the results of an earlier linkage study by involving the same six pairs of community college and CETA prime sponsors to help them identify specific strategies for improving the linkage relationship. All six of the sites received technical assistance.

A structural group training session was conducted for each group using an adaptation of forced field analyses as the training methodology. The purpose of the session was for each site to identify a specific activity which would strengthen their linkage relationship.[4] Five of the six sites in the follow-up were able to strategize the accomplishment of an agreed upon activity. Four of the six sites followed through with the implementation plan agreed upon at the training session. Of these four sites, three have reported that the linkage relaionship has been strengthened as a result of working cooperatively on a new linkage activity. The three remaining sites need continuing technical assistance efforts from the Illinois Postsecondary Linkage project staff. One particular response from the site which had the most limited linkage relationship prior to the technical assistance effort supports further linkage intervention strategies. A portion of a letter from a CETA supervisor reads as follows:

> "With regards to whether the linkage has been strengthened, I would say - unequivocably - yes. We are now better able to understand each other's capabilities and limitations and have been able to work well within those confines. Additionally, in being more knowledgeable of their (colleges) resources, it has opened up some interesting possibilities for us in addressing a perenial problem of low reading and comprehensive skills of CETA clients."

Our investigations lead us to conclude that technical assistance efforts do have a positive impact even after a single intervention. In addition, specific linkage activities do help strengthen cooperative relationship and subsequently, the efficiency and effectiveness of the delivery of service to CETA clients. Other institutions/agencies may find one or more of these recommended strategies of use to them.

---

[4] Angela J. D'Aversa, Community College/CETA Linkages: A Follow-up Study Quarterly Report, submitted to Illinois Department of Commerce & Community Affairs, Springfield, Illinois, July 18, 1980.

ERIC Clearinghouse for Junior Colleges
96 Powell Library Building
University of California
Los Angeles, California 90024

87
MAR 6 1981